H. R. 1734

To amend title 49, United States Code, to establish consumer protections for airline passengers, to promote air carrier competition, and for other purposes.

IN THE HOUSE OF REPRESENTATIVES

May 3, 2001

Mr. Sweeney (for himself, Mr. Dingell, Mr. Crowley, Ms. Lee, Mr. Defazio, Mr. McHugh, Mr. Frank, Mr. Gilman, Mr. McNulty, Mr. Moore, Ms. Slaughter, Mrs. Kelly, Ms. Delauro, Mr. Lafalce, Mr. English, Mr. Baldacci, Mr. Terry, Mr. Ney, Mr. Udall of Colorado, Mr. Nadler, Mr. Hinchey, Mr. Kanjorski, Mrs. Lowey, Mr. Larson of Connecticut, Mr. Filner, and Mrs. Mink of Hawaii) introduced the following bill; which was referred to the Committee on Transportation and Infrastructure

A BILL

To amend title 49, United States Code, to establish consumer protections for airline passengers, to promote air carrier competition, and for other purposes.

- 1 Be it enacted by the Senate and House of Representa-
- 2 tives of the United States of America in Congress assembled,
- 3 SECTION 1. SHORT TITLE; TABLE OF CONTENTS.
- 4 (a) Short Title.—This Act may be cited as the
- 5 "Airline Passenger Bill of Rights Act".
- 6 (b) Table of Contents.—

- Sec. 1. Short title; table of contents.
- Sec. 2. Amendments to title 49. United States Code.

TITLE I—AIRLINE PASSENGER PROTECTION

- Sec. 101. Fair treatment of airline passengers.
- Sec. 102. Clarification regarding enforcement of State laws.
- Sec. 103. Airline passenger protection.

TITLE II—AIR CARRIER COMPETITION

- Sec. 201. Consideration of unfair practices in issuance of certificates for foreign air transportation.
- Sec. 202. Unfair methods of competition.
- Sec. 203. Approval of slot transfers.
- Sec. 204. Joint venture agreements between air carriers.
- Sec. 205. Competitive access to gates, facilities, and other assets.
- Sec. 206. Review of dominant air carrier activities.
- Sec. 207. Internet airline reservation systems.
- Sec. 208. Federal policies on slots at high density airports.
- Sec. 209. Definitions of delayed flight and chronically delayed flight.

1 SEC. 2. AMENDMENTS TO TITLE 49, UNITED STATES CODE.

- 2 Except as otherwise specifically provided, whenever in
- 3 this Act an amendment or repeal is expressed in terms
- 4 of an amendment to, or repeal of, a section or other provi-
- 5 sion of law, the reference shall be considered to be made
- 6 to a section or other provision of title 49, United States
- 7 Code.

8 TITLE I—AIRLINE PASSENGER

9 **PROTECTION**

- 10 SEC. 101. FAIR TREATMENT OF AIRLINE PASSENGERS.
- 11 Section 41712 is amended by adding at the end the
- 12 following:
- 13 "(c) Specific Practices.—For purposes of sub-
- 14 section (a), the terms 'unfair or deceptive practice' and

1	'unfair method of competition' include each of the fol-
2	lowing:
3	"(1) Access to fares; consistently de-
4	LAYED FLIGHTS.—Regardless of the method used by
5	a consumer to contact an air carrier or foreign air
6	carrier, the failure of the carrier—
7	"(A) to provide full access to all fares for
8	air transportation provided by the air carrier or
9	foreign air carrier; or
10	"(B) to disclose, without being requested,
11	the on-time performance and cancellation rate
12	for a chronically delayed or chronically canceled
13	flight whenever a customer makes a reservation
14	or purchases a ticket on such a flight.
15	"(2) Pricing policies.—Any action of an air
16	carrier or foreign air carrier—
17	"(A) to prohibit a person (including a gov-
18	ernmental entity) that purchases air transpor-
19	tation from only using a portion of the air
20	transportation purchased (including using the
21	air transportation purchased only for 1-way
22	travel instead of round-trip travel); or
23	"(B) to assess an additional fee on or
24	charge to—
25	"(i) such a person; or

1	"(ii) any ticket agent that sold the air
2	transportation to such person.
3	"(3) Termination of ticket agents.—In
4	the case of a termination, cancellation, nonrenewal,
5	or substantial change in the competitive cir-
6	cumstances of the appointment of a ticket agent by
7	an air carrier or foreign air carrier, the failure of
8	the air carrier or foreign air carrier—
9	"(A) to provide the ticket agent with writ-
10	ten notice, and a full statement of reasons for
11	the action, on or before the 90th day preceding
12	the action; and
13	"(B) to provide the ticket agent with at
14	least 60 days to correct any deficiency claimed
15	in the written notice,
16	except in cases of insolvency, an assignment for the
17	benefit of creditors, bankruptcy, or nonpayment of
18	sums due under the appointment.
19	"(4) Definitions.—In this subsection, the fol-
20	lowing definitions apply:
21	"(A) CHRONICALLY DELAYED FLIGHT.—
22	The term 'chronically delayed flight' means a
23	regularly scheduled flight that has failed to ar-
24	rive on time (as defined in section 234.2 of title
25	14. Code of Federal Regulations) at least 40

1	percent of the time during the most recent 3-
2	month period for which data is available.
3	"(B) CHRONICALLY CANCELED FLIGHT.—
4	The term 'chronically canceled flight' means a
5	regularly scheduled flight at least 30 percent of
6	the departures of which have been canceled dur-
7	ing the most recent 3-month period for which
8	data is available.".
9	SEC. 102. CLARIFICATION REGARDING ENFORCEMENT OF
10	STATE LAWS.
11	Section 41713(b)(1) is amended by striking "related
12	to a price, route, or service of an air carrier that may pro-
13	vide air transportation under this subpart" and inserting
14	"that directly prescribes a price, route, or level of service
15	for air transportation provided by an air carrier under this
16	subpart".
17	SEC. 103. AIRLINE PASSENGER PROTECTION.
18	(a) In General.—Subchapter I of chapter 417 is
19	amended by adding at the end the following:
20	"§ 41722. Air carrier passenger protection
21	"(a) Emergency Plans.—
22	"(1) In general.—An air carrier shall ensure
23	access to necessary services and conditions, including
24	food, water, restroom facilities, and the ability to
25	deplane in the event of a weather or other emer-

- gency, for all passengers boarded on a flight segment of the air carrier in air transportation.
- "(2) SUBMITTAL OF PLANS.—The Secretary of
 Transportation shall require, not later than the
 180th day following the date of enactment of this
 section, each air carrier to submit to the Secretary
 an emergency plan containing a description of actions that will be taken by the carrier to comply with
 paragraph (1).
- "(3) GUIDANCE.—Not later than 90 days after the date of enactment of this section, the Secretary shall issue guidance on what the Secretary determines is necessary to meet the requirements of paragraph (2).
- "(b) RIGHT TO EXIT AIRCRAFT.—No air carrier op-16 erating an aircraft in air transportation shall prevent or 17 hinder (including by failing to assist) any passenger from 18 exiting the aircraft (under the same circumstances as any 19 member of the flight crew is permitted to exit the aircraft) 20 if—
- "(1) the aircraft is parked at an airport terminal gate with access to ramp or other facilities through which passengers are customarily boarded and deplaned;

1	"(2) the aircraft has remained at the gate more
2	than 1 hour past its scheduled departure time; and
3	"(3) the captain of the aircraft has not been in-
4	formed by air traffic control authorities that the air-
5	craft can be cleared for departure within 30 min-
6	utes.
7	"(c) Delay, Cancellation, or Diversion.—
8	"(1) Explanation required.—An announce-
9	ment by an air carrier of (A) a delay or cancellation
10	of a flight segment, or (B) a diversion of a flight
11	segment to an airport other than the airport at
12	which the flight segment is scheduled to land, shall
13	include an explanation of the reason or reasons for
14	the delay, cancellation, or diversion.
15	"(2) Prohibition on false explanations.—
16	No air carrier shall provide an explanation under
17	paragraph (1) that the air carrier knows or has rea-
18	son to know is false.
19	"(3) Timeliness of information.—
20	"(A) In general.—An air carrier shall
21	provide a passenger with timely notice of a
22	delay or cancellation of the flight segment.
23	"(B) Information monitors at air-
24	PORTS.—In complying with subparagraph (A)
25	an air carrier shall ensure that information

1	monitors at the airport concerned display timely
2	and accurate arrival and departure information.
3	"(C) ADVANCE NOTICE OF DELAYS AND
4	CANCELLATIONS.—In complying with subpara-
5	graph (A), an air carrier, whenever practicable,
6	shall attempt to provide a passenger with notice
7	of a delay or cancellation of a flight segment
8	before the passenger departs for the airport.
9	"(4) GUIDANCE.—Not later than 1 year after
10	the date of enactment of this section, the Secretary
11	shall issue guidance to assist air carriers in carrying
12	out this subsection.
13	"(d) Overbooking.—
14	"(1) Compensation.—In addition to com-
15	pensation required on the date of enactment of this
16	subsection under part 250 of title 14, Code of Fed-
17	eral Regulations, an air carrier shall provide, at a
18	minimum, to a passenger who is denied boarding in-
19	voluntarily from an oversold flight segment in air
20	transportation on which the passenger has confirmed
21	reserved space—
22	"(A) alternate transportation to the pas-
23	senger's final destination;
24	"(B) reasonable and immediate compensa-
25	tion for food: and

1 "(C) if the scheduled departure time of the 2 alternate transportation is not within the same 3 day as the passenger's originally scheduled de-4 parture time, reasonable and immediate com-5 pensation for hotel costs.

"(2) CHECK IN TIME.—A passenger shall be eligible for involuntary denied boarding compensation under this section and applicable regulations of the Department of Transportation with respect to a flight segment of an air carrier if the passenger checks in for the flight segment at the appropriate airport gate at any time before the door of the aircraft for the flight segment is closed at the airport gate.

"(3) Regulations.—Not later than 90 days after the date of enactment of this section, the Secretary shall modify regulations contained in part 250 of title 14, Code of Federal Regulations, to conform with the requirements of this subsection and to implement the recommendations contained in the Department of Transportation Inspector General's Final Report entitled 'Airlines Commitment to Customer Service'.".

1	(b) Conforming Amendment.—The analysis for
2	subchapter I of chapter 417 is amended by adding at the
3	end the following:
	"41722. Air carrier passenger protection.".
4	(c) Passenger Rights Publication.—Not later
5	than 180 days after the date of enactment of this Act,
6	the Secretary shall, by rule—
7	(1) issue a statement that outlines consumer
8	rights of air passengers, including each of the rights
9	specified in section 41722 of title 49, United States
10	Code, as added by this section; and
11	(2) requires an air carrier to provide the state-
12	ment to each passenger of the carrier, by con-
13	spicuous written material included—
14	(A) on a safety placard given to the pas-
15	senger on board an aircraft;
16	(B) on information available to the pas-
17	senger at each ticket counter of the air carrier;
18	and
19	(C) on or with the passenger's ticket if
20	practicable.

1	TITLE II—AIR CARRIER
2	COMPETITION
3	SEC. 201. CONSIDERATION OF UNFAIR PRACTICES IN
4	ISSUANCE OF CERTIFICATES FOR FOREIGN
5	AIR TRANSPORTATION.
6	Section 41102(d) is amended—
7	(1) by striking "The Secretary" and inserting
8	the following:
9	"(1) Submission of decisions to presi-
10	DENT.—The Secretary";
11	(2) by adding at the end the following:
12	"(2) Consideration of unfair practices.—
13	Before issuing a certificate under subsection (a) au-
14	thorizing an air carrier to provide foreign air trans-
15	portation, the Secretary shall consider whether the
16	air carrier has engaged in any unfair or deceptive
17	practice or unfair method of competition in air
18	transportation or the sale of air transportation in
19	the preceding 5-year period."; and
20	(3) by aligning paragraph (1) (as designated by
21	paragraph (1) of this section) with paragraph (2)
22	(as added by paragraph (2) of this section).
23	SEC. 202. UNFAIR METHODS OF COMPETITION.
24	(a) Code Share Agreements.—Section 41712 is
25	amended by adding at the end the following:

1	"(d) Code Share Agreements.—
2	"(1) IN GENERAL.—It shall be an unfair meth-
3	od of competition under subsection (a) for a major
4	air carrier—
5	"(A) to prohibit, limit, or otherwise restrict
6	a code share partner of the major air carrier
7	from entering into a code share agreement with
8	another air carrier or foreign air carrier;
9	"(B) to fail to utilize gates, facilities, and
10	other assets fully at that airport; and
11	"(C) to refuse, deny, or fail to provide a
12	gate, facility, or other asset at such an airport
13	that is underutilized by it, or that will not be
14	fully utilized by it within 1 year, to another car-
15	rier on fair, reasonable, and nondiscriminatory
16	terms upon request of the airport, the other air
17	carrier, or the Secretary.
18	"(2) Definitions.—In this section, the fol-
19	lowing definitions apply:
20	"(A) CODE SHARE AGREEMENT.—The
21	term 'code share agreement' means an agree-
22	ment under which an air carrier's designator
23	code is used to identify a flight operated by an-
24	other air carrier or foreign air carrier

- 1 "(B) Code share partner.—The term 2 'code share partner', with respect to a major air 3 carrier, means an air carrier or foreign air car-4 rier that has entered into a code share agreement with the major air carrier. 6 "(C) Major air carrier.—The term 7 'major air carrier' has the meaning given such 8 term in section 41720(a). "(D) Asset.—The term 'asset' includes 9 10 slots (as defined in section 41714(h)(4)) and 11 slot exemptions (within the meaning of section 12 41714(a)(2)).". 13 (b) Penalties.—Section 46301(a) is amended by 14 adding at the end the following: "(8) Maximum Penalty for engaging in un-15 FAIR METHODS OF COMPETITION.—Notwithstanding 16 17 paragraph (1), the maximum civil penalty that may
- be assessed against an air carrier for violating section 41712 by engaging, with respect to air transportation on any route, in an unfair method of competition against another air carrier shall be
- \$10,000.".
- 23 SEC. 203. APPROVAL OF SLOT TRANSFERS.
- Section 41714 is amended by adding at the end the 25 following:

1	"(l) Slot Transfers.—
2	"(1) APPROVAL REQUIRED.—After the date of
3	enactment of this subsection, an air carrier may
4	transfer a slot to another air carrier only if the
5	transfer is approved by the Secretary.
6	"(2) Considerations.—In determining wheth-
7	er to approve the transfer of a slot under paragraph
8	(1), the Secretary shall consider—
9	"(A) the competitive effects of the trans-
10	fer;
11	"(B) whether the price to be paid for the
12	slot is above or below the market price for simi-
13	lar slots; and
14	"(C) whether any air carrier was denied an
15	opportunity to purchase the slot and, if so, the
16	reasons for the denial.
17	"(3) Annual reports.—Not later than 1 year
18	after the date of enactment of this subsection, and
19	annually thereafter, the Secretary shall transmit to
20	Congress a report on the approval and disapproval
21	of slot transfers under this subsection.".
22	SEC. 204. JOINT VENTURE AGREEMENTS BETWEEN AIR
23	CARRIERS.
24	Section 41720 is amended by adding at the end the
25	following:

1	"(i) Studies of Joint Venture Agreements.—
2	"(1) STUDY OF COMPETITION.—
3	"(A) IN GENERAL.—The Secretary shall
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	conduct a study of joint venture agreements be-
5	tween air carriers to determine whether such
6	agreements constitute an unfair method of com-
7	petition within the meaning of section 41712.
8	"(B) Contents.—In conducting the
9	study, the Secretary shall assess—
10	"(i) whether code share agreements
11	unreasonably impair competition between
12	code share partners;
13	"(ii) whether joint venture agreements
14	between air carriers result in unfair com-
15	petitive advantages; and
16	"(iii) such other factors as the Sec-
17	retary determines appropriate.
18	"(2) STUDY OF SCHEDULING PRACTICES.—The
19	Secretary shall conduct a study of air carrier sched-
20	uling practices for the purpose of making rec-
21	ommendations to Congress on improving air carrier
22	scheduling in order to reduce flight delays.
23	"(3) Reports.—
24	"(A) Initial report.—Not later than 9
25	months after the date of enactment of this sub-

1	section, the Secretary shall transmit to Con-
2	gress a report on the results of each study con-
3	ducted under this subsection.
4	"(B) UPDATES.—The Secretary shall up-
5	date the study conducted under paragraph (1)
6	every 4 years and transmit an updated report
7	to Congress.".
8	SEC. 205. COMPETITIVE ACCESS TO GATES, FACILITIES,
9	AND OTHER ASSETS.
10	(a) In General.—Subchapter I of chapter 417 is
11	further amended by adding at the end the following:
12	"§41723. Competitive access to gates, facilities, and
13	other assets
14	"(a) DOT REVIEW OF GATES, FACILITIES, AND
15	OTHER ASSETS.—Within 90 days after the date of the
15 16	OTHER ASSETS.—Within 90 days after the date of the enactment of this section, the Secretary of Transportation
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16 17	enactment of this section, the Secretary of Transportation
16 17	enactment of this section, the Secretary of Transportation shall investigate the assignment and usage of gates, facili-
16 17 18	enactment of this section, the Secretary of Transportation shall investigate the assignment and usage of gates, facili- ties, and other assets by major air carriers at the largest
16 17 18 19	enactment of this section, the Secretary of Transportation shall investigate the assignment and usage of gates, facili- ties, and other assets by major air carriers at the largest 35 airports in the United States in terms of air passenger
16 17 18 19 20	enactment of this section, the Secretary of Transportation shall investigate the assignment and usage of gates, facilities, and other assets by major air carriers at the largest 35 airports in the United States in terms of air passenger traffic. The investigation shall include an assessment of—

1 "(2) whether gates, facilities, and other assets 2 are available for competitive access to enhance com-3 petition; and

> "(3) whether the reassignment of gates, facilities, and other assets to, or other means of increasing access to gates, facilities, and other assets for, air carriers (other than dominant air carriers) would improve competition among air carriers at any such airport or provide other benefits to the flying public without compromising safety or creating scheduling, efficiency, or other problems at airports providing service to or from those airports.

13 "(b) AUTHORITY OF SECRETARY TO MAKE GATES, 14 FACILITIES, AND OTHER ASSETS AVAILABLE.—The Secretary shall require a major air carrier, upon application by another air carrier or on the Secretary's own motion to make gates, facilities, and other assets available to 17 18 other air carriers on terms that are fair, reasonable, and 19 nondiscriminatory to ensure competitive access to those 20 airports if the Secretary determines, on the basis of the 21 investigation conducted under subsection (a), that such gates, facilities, and other assets are not available and that 23 competition would be enhanced thereby at those airports.

"(c) Definitions.—In this section, the following

definitions apply:

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- 1 "(1) DOMINANT AIR CARRIER.—The term 'dom-2 inant air carrier' means an air carrier that accounts
- 3 for more than 50 percent of the enplaned passengers
- 4 at an airport.
- "(2) Major air carrier.—The term major 6 air carrier' means an air carrier certificated under 7 section 41102 that accounted for at least 1 percent 8 of domestic scheduled-passenger revenues in the 12 9 months ending March 31 of each year, as reported 10 to the Department of Transportation pursuant to 11 part 241 of title 14, Code of Federal Regulations, 12 and identified as a reporting carrier periodically in 13 accounting and reporting directives issued by the Of-
- 15 "(3) ASSET.—The term 'asset' includes slots 16 (as defined in section 41714(h)(4)) and slot exemp-17 tions (within the meaning of section 41714(a)(2)).".

fice of Airline Information.

- 18 (b) Conforming Amendment.—The analysis for
- 19 subchapter I of chapter 417 is further amended by adding
- 20 at the end the following:

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"41723. Competitive access to gates, facilities, and other assets.".

- 21 SEC. 206. REVIEW OF DOMINANT AIR CARRIER ACTIVITIES.
- 22 (a) IN GENERAL.—Subchapter I of chapter 417 is
- 23 further amended by adding at the end the following:

1 "§ 41724. Review of dominant air carriers activities

- 2 "(a) Investigations.—Not later than 90 days after
- 3 the date of enactment of this section, and biennially there-
- 4 after, the Secretary of Transportation shall conduct an in-
- 5 vestigation of each hub airport to determine whether, in
- 6 the preceding 5 years, a dominant air carrier at the air-
- 7 port, if any, has—
- 8 "(1) charged higher than average fares for
- 9 interstate air transportation to or from the airport;
- 10 "(2) engaged in an unfair method of competi-
- tion in response to a new entrant air carrier at the
- 12 airport; or
- "(3) limited competition by a new entrant air
- carrier at the airport by restricting the access of the
- 15 new entrant to gates, slots, or other essential facili-
- ties at the airport on reasonable and competitive
- terms.
- 18 "(b) Action.—If the Secretary determines that a
- 19 dominant air carrier at a hub airport has engaged in an
- 20 act described in subsection (a), the Secretary, after pro-
- 21 viding notice and an opportunity for a hearing, shall take
- 22 such action as may be necessary to increase opportunities
- 23 for competition at the airport and to report to Congress
- 24 on the action taken.
- 25 "(c) Non-Hub Airports.—On the initiative of the
- 26 Secretary or in response to a complaint filed with the Sec-

- 1 retary, the Secretary may conduct an inquiry described in
- 2 subsection (a) at an airport other than a hub airport and
- 3 may order the dominant air carrier at the airport, if any,
- 4 to take such action as may be necessary to increase oppor-
- 5 tunities for competition at the airport and to report to
- 6 Congress on the action taken.
- 7 "(d) Definitions.—In this section, the following
- 8 definitions apply:
- 9 "(1) AIR TRANSPORTATION.—The term 'air
- transportation' includes intrastate air transpor-
- 11 tation.
- 12 "(2) DOMINANT AIR CARRIER.—The term 'dom-
- inant air carrier', as used with respect to an airport,
- means an air carrier that accounts for more than 40
- percent of the total annual boardings at the airport
- in the preceding 2-year period or a shorter period
- specified in paragraph (4).
- 18 "(3) Hub airport.—The term 'hub airport'
- means an airport that each year has at least .25
- 20 percent of the total annual boardings in the United
- 21 States.
- 22 "(4) NEW ENTRANT AIR CARRIER.—The term
- 'new entrant air carrier', as used with respect to a
- 24 airport, means an air carrier that accounts for less
- 25 than 10 percent of the total annual boardings at the

- 1 airport in the preceding 2-year period or in a shorter
- 2 period specified by the Secretary if the carrier has
- operated at the airport less than 2 years.".
- 4 (b) Conforming Amendment.—The analysis for
- 5 subchapter I of chapter 417 is further amended by adding
- 6 at the end the following:

"41724. Review of dominant air carriers activities.".

7 SEC. 207. INTERNET AIRLINE RESERVATION SYSTEMS.

- 8 (a) Study.—The Comptroller General shall conduct
- 9 a study on how air carrier competition would be affected
- 10 by the establishment of an airline reservation system on
- 11 the Internet by a group of major air carriers.
- 12 (b) CONTENTS.—The study shall include an analysis
- 13 of how an airline reservation system described in sub-
- 14 section (a) would affect the method by which consumers
- 15 purchase tickets for air transportation, including the ef-
- 16 fects of such a system on ticket agents.
- 17 (c) Reports.—Not later than 9 months after the
- 18 date of enactment of this Act, the Comptroller General
- 19 shall transmit to Congress a report on the results of the
- 20 study.

21 SEC. 208. FEDERAL POLICIES ON SLOTS AT HIGH DENSITY

- 22 AIRPORTS.
- 23 (a) Study.—The Comptroller General shall conduct
- 24 a study on current and evolving Federal policies on slots
- 25 at high density airports.

1	(b) CONTENTS.—In conducting the study, the Comp-
2	troller General shall assess—
3	(1) the significance of Department of Transpor-
4	tation policies and practices on the control and allo-
5	cation of slots at high density airports, including the
6	impact of permitting air carriers to control slots or
7	air carrier competition, system capacity, and indus-
8	try restructuring; and
9	(2) the potential for replacing airline ticket
10	taxes with scarcity-reflective pricing of slots (includ-
11	ing appropriate policies to preserve competition and
12	service to small- and medium-sized communities).
13	(c) Report.—Not later than 18 months after the
14	date of enactment of this Act, the Comptroller General
15	shall transmit to Congress a report on the results of the
16	study.
17	SEC. 209. DEFINITIONS OF DELAYED FLIGHT AND CHRON
18	ICALLY DELAYED FLIGHT.
19	Not later than 60 days after the date of enactment
20	of this Act, the Secretary of Transportation shall issue
21	final regulations defining for purposes of all Department
22	of Transportation regulations, reports, and other docu-

23 ments, what constitutes a delay of a flight of an air carrier

- 1 and what constitutes chronically delayed flights of air car-
- 2 riers.

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